

Message Text

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PAGE 01 STATE 212527

44

ORIGIN IO-14

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H-03 INR-10 L-03 NSAE-00 NSC-10 PA-04 PRS-01 SPC-03

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APPROVED BY IO:DHPOPPER

S/S- TRPICKERING

NEA - MR. SISCO

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FM SECSTATE WASHDC

TO USMISSION USUN NEW YORK IMMEDIATE

C O N F I D E N T I A L STATE 212527

E.O. 11652: GDS

TAGS: UN, MARR, UNSC

SUBJECT: SECRETARY GENERAL'S REPORT ON IMPLEMENTATION
OF SC RES 340

1. WE FIND THE REPORT ON THE WHOLE VERY SATISFACTORY,
AND WOULD REGARD BASIC US OBJECTIVES AS WELL SATISFIED
IF IT WERE ADOPTED WITHOUT CHANGE. WE NOTE THAT THE
REPORT IS DECIDEDLY CLOSER TO US THAN USSR VIEW ON
PEACEKEEPING IN THAT IT (A) GIVES SYG NEEDED EXECUTIVE
ROLE ALBEIT UNDER THE AUTHORITY OF THE SC AND (B) PROVIDES
FOR FINANCING AS A REGULAR BUDGET EXPENSE OF THE UN TO
BE APPORTIONED AMONG ALL MEMBERS. ACCORDINGLY, WHILE
WE COULD ACCEPT THE REPORT AS THE BASIC MANDATE FOR
THE NEW UNEF, WE ANTICIPATE SOVIET OBJECTIONS AND
POSSIBLY INSISTENCE PON SUBSTANTIAL MODIFICATIONS.

RESIST REDRAFTING EXERCISE BY
COUNCIL AND KEEP CHANGES TO MINIMUM.

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PAGE 02 STATE 212527

2. FOLLOWING COMMENTS DESIGNED TO ASSIST IN EVENT

REPORT IS DISCUSSED IN DETAIL PRIOR TO SC ACTION ON IT.

3. PARA. 3 SPEAKS OF UNEF AS "AN INTEGRATED AND EFFICIENT MILITARY UNIT." WE SEE ADVANTAGE IN USE OF TERM "INTEGRATED" BECAUSE IT PROVIDES BASIS FOR FIRM CONTROL OF NATIONAL UNITS BY THE FORCE COMMANDER.

4. PARA. 4 (A) MAY BE CHALLENGED BY SOVIETS ON THE GROUND THAT IT DOES NOT ADEQUATELY PROVIDE FOR CONTINUING SECURITY COUNCIL CONTROL. WE BELIEVE, HOWEVER, THAT THE PHRASES "UNDER THE AUTHORITY OF THE SC" AND THE SENTENCE "ALL MATTERS WHICH MAY AFFECT THE NATURE OR THE CONTINUED EFFECTIVE FUNCTIONING OF THE FORCE WILL BE REFERRED TO THE COUNCIL FOR ITS DECISION" PROVIDE ADEQUATE ASSURANCE, INCLUDING ASSURANCE AGAINST TERMINATION BY FIAT OF A SINGLE PARTY. IF SOVIETS PRESS FOR CLOSER SC CONTROL, YOU SHOULD NOTE THAT PROLONGED DISCUSSION OF THIS INTRICATE SUBJECT, DEADLOCKED FOR YEARS IN UNGA COMMITTEE OF 33, WILL ONLY DELAY ESSENTIAL ESTABLISHMENT OF UNEF AT A CRITICAL MOMENT. YOU MAY ADD UNEF GROUND RULES SHOULD NOT BE TAKEN AS PREJUDICING IN ANY WAY THE POSITIONS THAT SC MEMBERS MAY ADOPT WITH REGARD TO FUTURE PEACEKEEPING OPERATIONS.

5. PARA. 4 (C). WE WOULD RATHER NOT HAVE REPORT INCLUDE, AS RELEVANT TO SELECTION OF CONTINGENTS, WORDS "BEARING IN MIND AN ADEQUATE GEOGRAPHIC REPRESENTATION" BUT CONSIDER IT IMPOSSIBLE TO ELIMINATE WITHOUT CONTEST WE DO NOT WANT.

6. PARA. 4 (D). WE CAN ACCEPT DEFINITION OF SELF-DEFENSE AS INCLUDING "RESISTANCE TO ATTEMPTS BY FORCEFUL MEANS TO PREVENT (THE FORCE) FROM DISCHARGING ITS DUTIES UNDER THE MANDATE OF THE SECURITY COUNCIL." THIS STRETCHES DEFINITION OF DEFENSE, BUT WE ASSUME THAT RESPONSIBLE FORCE COMMANDER WILL, AS HE MUST, USE THIS AUTHORITY AS AN ELEMENT OF PERSUASION IN DEALING

CONFIDENTIAL

PAGE 03 STATE 212527

WITH RELUCTANT OR RECALCITRANT PARTIES.

7. PARA. 7. WE ARE PARTICULARLY GRATIFIED THAT SYG PROPOSES TO TREAT THE COSTS OF UNEF AS "EXPENSES OF THE ORGANIZATION TO BE BORNE BY THE MEMBERS IN ACCORDANCE WITH ARTICLE 17, PARAGRAPH 2 OF THE CHARTER," I.E. AS APPORTIONED BY THE GENERAL ASSEMBLY. WE WOULD HOPE, AT LEAST AS A STRONG INITIAL POSITION,

TO ARGUE THAT THE CONSIDERABLE COSTS ESTIMATED BY
THE SYG SHOULD BE BORNE BY THE ENTIRE MEMBERSHIP IN
PROPORTION TO THEIR ASSESSED SHARES OF THE REGULAR
UN BUDGET. HOWEVER, EARLIER REPORTS FROM YOU TODAY
MAKE IT CLEAR THAT EVENTUALLY, IF NOT INITIALLY, THERE
WILL BE STRONG PRESSURES FOR A SYSTEM OF APPORTIONMENT
WHICH WILL PUT GREATER BURDEN ON MAJOR POWERS. KISSINGER

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